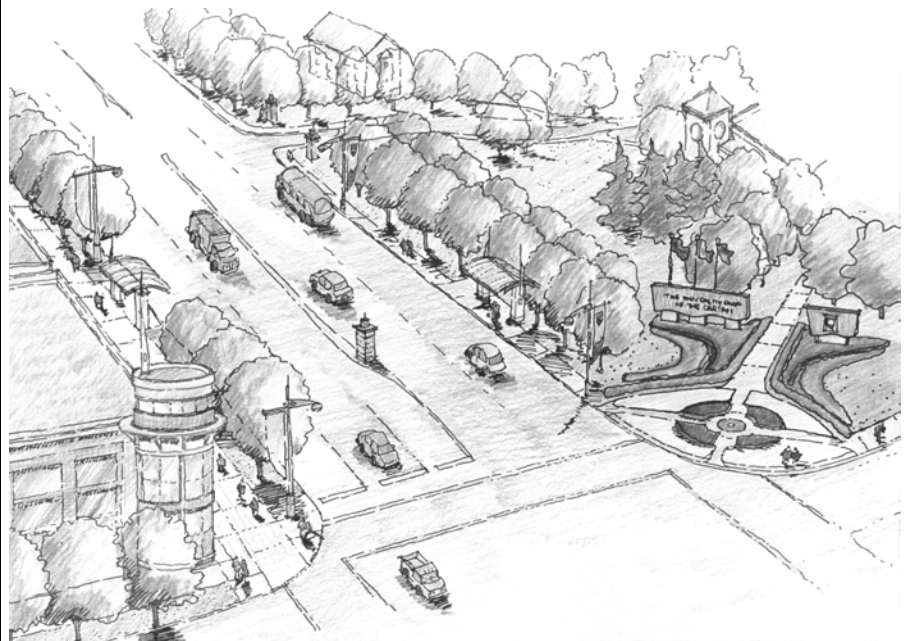


The City of Kamloops & University College of the Cariboo

# *McGill Corridor/ Southgate Project*

## CONCEPT PLAN



*December 2001*

# Acknowledgements

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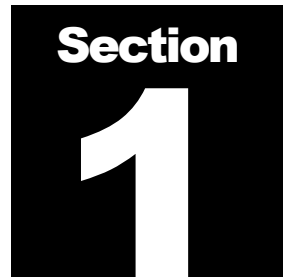
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Members of the public who attended the Public Open House held at UCC, November 5 & 6, 2001.

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## Introduction

The McGill Corridor/Southgate Project commenced in the Spring 2001 as a joint project between the University College of the Cariboo (UCC) and the City of Kamloops. This project was initiated as a design charette for the McGill Road Corridor and has evolved into a land use and design concept plan for McGill Road and Southgate Industrial Park. This document presents a preferred concept plan and outlines elements of a strategy to implement the plan.

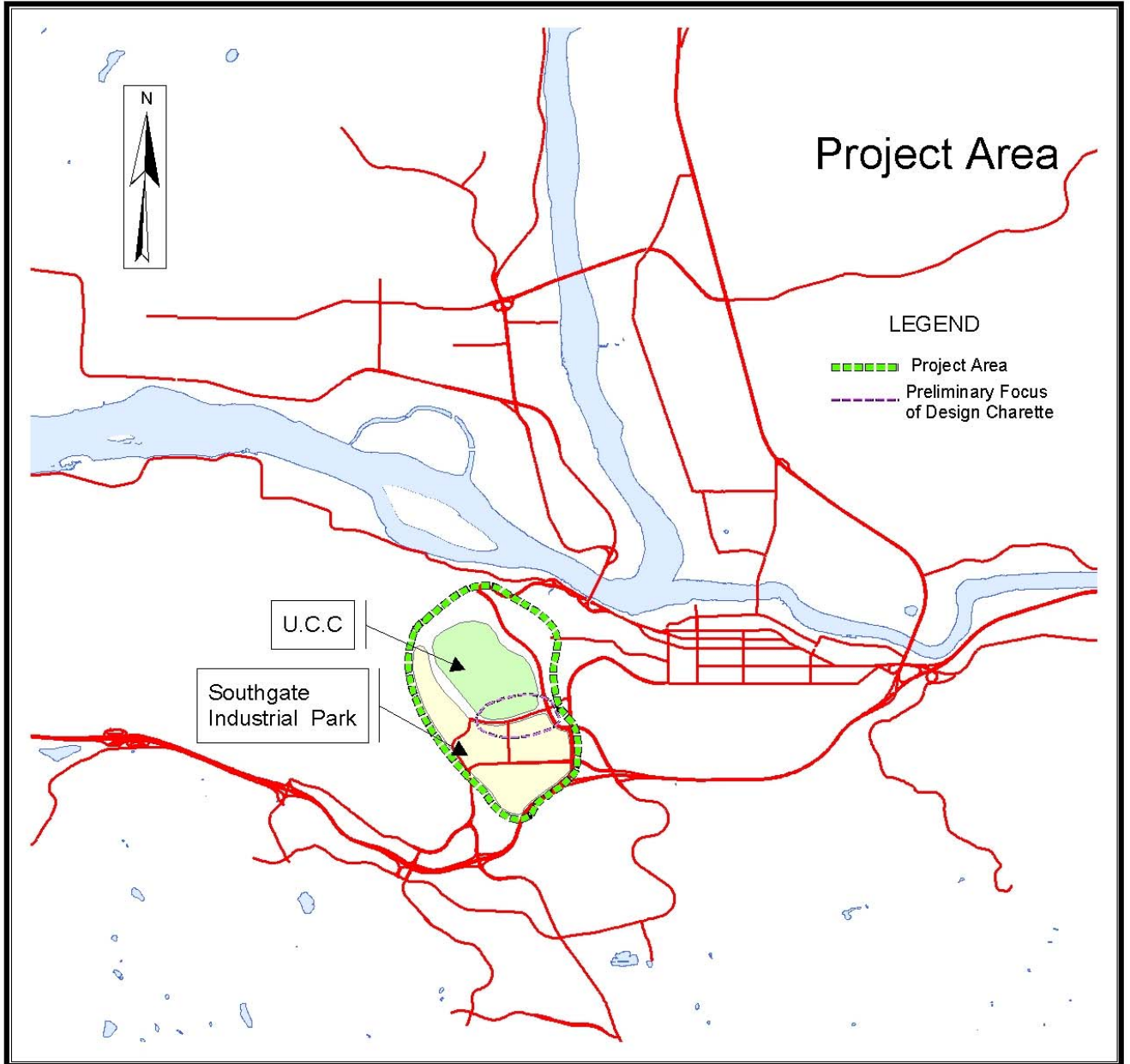
### 1.1 Project Focus

There are several large underdeveloped properties on the south side of McGill Road and both the City of Kamloops and UCC are interested in ensuring that future use of these sites benefits the area's assets and strategic location. KAMPLAN, the Official Community Plan (OCP) identifies these lands for industrial use as part of Southgate Industrial Park. Recent trends such as the development of new land use cells (e.g., Wal-Mart and Superstore) and upgraded road networks (e.g., Hillside and Summit Drives) have changed land use directions and suggest that there may be alternative visions for the corridor. A design charette was selected as appropriate method to explore visions for the corridor.

The design charette exercise concentrated on establishing a renewed land use and design vision, for that portion of McGill Road shown on the Project Area Map. This project acknowledged the strategic location of the area with respect to:

- UCC and Southgate Industrial Park gateway
- major municipal transportation routes
- the Sahali/UCC Town Centre commercial area
- city-wide parks and recreation facilities
- major government complexes
- significant medium density residential development
- major pedestrian traffic and public transit transfers

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CONCEPT PLAN**



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CONCEPT PLAN**

In the early stages of the project and as part of the design charette exercise, it became apparent that the project area should be expanded to address the interrelationships between McGill Corridor lands and all of Southgate Industrial Park. Accordingly the project area was expanded as shown on Project Area Map to include all UCC campus lands and all of Southgate Industrial Park.

**1.2 Planning  
Process**

The planning process used an interactive workshop and visual materials to generate a vision for the project area. The workshop information was developed into a presentation package which has been reviewed by the City of Kamloops, U.C.C. and public. The planning process is outlined in *Figure 1*. Three Concept Plans were developed as part of this planning process and reviewed during the public consultation stage. This document presents the concept plan which emerged as the “preferred” concept plan.

***Figure 1: Planning Process***



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This report is organized as follows:

*Section 1 Introduction*

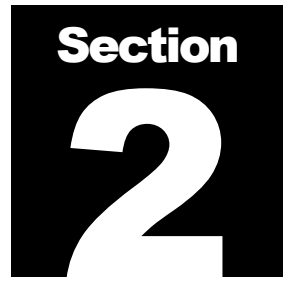
*Section 2 Project Context*

- Kamplan
- Industrial Park Trends
- UCC Campus Development & Planning

*Section 3 Concept Plan*

- Planning Principles
- Land Use
- Design

*Section 4 Next Steps*



## Project Context

There are two principal land uses in the project area: 20% of the area is designated for institutional use (UCC Campus) and 50% of the area is designated for industrial use (Southgate Industrial Park). A third significant land use component is the public use/open space area (11%), while the remaining 19% is a mixture of retail use (8%), residential use (6%) and recreation (5% - Hillside Stadium and Canada Games Pool). This section examines planning policy for the project area and considers growth and development trends which may impact future land use and design.

### 2.1 Official Community Plan

Kamplan, the Official Community Plan for the City of Kamloops, provides policy direction for the project area through four themes:

- Southgate Industrial Park
- The Sahali/UCC Town Centre
- The University College of the Cariboo
- Government Administrative Offices

Kamplan policies support continued use of the Southgate Industrial Park for traditional light industrial developments. Policies encourage maintaining road network functions to support large truck and transport traffic rather than high volume consumer traffic in personal automobiles.

Kamplan recognizes that there is potential for Southgate Industrial Park to evolve into a mixed-use business area over the long-term, however, the plan does not provide specific policies to encourage development to move in this direction. Kamplan policies, for example, acknowledge the location of an office precinct in Southgate Industrial Park but encourage additional government offices to locate in the City Centre as the City's most significant concentration of office activity. There are a number of current industrial park development trends (Section 2.2) which suggest a need to review the existing Kamplan policies.



Kamplan policies for the Sahali/UCC Town Centre are also relevant to the project area. Kamplan envisioned that the Sahali/UCC Town Centre could be developed as a focal point of the community. This Town Centre was to service the Southwest Sector of the City and be an area of intensive activity where people live, work and play. Most of the lands which were to contribute to the development of this vision have been developed for retail use (e.g., Sahali and Columbia Place Malls and Superstore), leaving little opportunity to add other ingredients for a Town Centre (e.g., high density residential accommodation, pedestrian corridors, offices, etc.). Although it is unlikely that the Town Centre vision will be fully realized, Kamplan policies continue to support this area as a significant part of the City's commercial fabric. This area is also subject to a Development Permit Area designation to ensure appropriate consideration is given to design, site development (landscaping, streetscape, signage, façade design and building height and mass) and geotechnical concerns.

Kamplan policies regarding UCC are limited to a brief discussion on the importance of the City and UCC continuing to pursue opportunities for joint development and operation of community facilities. Over the past 10 years this policy has been implemented through a variety of partnerships including the development of the Canada Games Pool and servicing infrastructure.

As UCC has continued to grow and broaden its impact on the community partnerships between the City and UCC have also expanded. Both the City and UCC have continued to work together to enhance their relationship and to ensure that there are mutual benefits associated with growth and change. It is recognized that there are opportunities to amend Kamplan policies to better express the nature and direction of this relationship between UCC and the City of Kamloops.

## **2.2 Industrial Park Trends**

The development of Southgate Industrial Park was initiated by the City of Kamloops in the 1970's as a planned, phased subdivision. This was the municipality's first industrial park to be serviced to a full urban standard (e.g., storm drainage, water, sewer, street lighting and landscaping) and there has been continued high demand for these lands. Phase III is nearing full occupancy and Phase IV is now being contemplated.

Industrial Park planning strategies have changed considerably over the past 30 years to respond to new market demands and changing land use needs. This section explores some of these trends, illustrating current and past responses to land use and design needs.

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2.2.1 Land Use

Traditionally, zoning regulations have separated industrial uses into categories such as light, medium or heavy industrial activity and have discouraged the mixing of industrial uses with other land uses. Land use regulations and land use patterns are now changing to accommodate new development trends. Locations which offer proximity to a variety of services (e.g., recreation, retail, accommodation, transportation) are becoming highly desirable locations for industrial parks and these parks are no longer accommodating traditional industrial developments, separated into specific use categories.

- Big box retail developments are attracted to industrial parks because of the availability of servicing, transportation networks, and large flat sites. Big box developments create retail nodes that generate high traffic volumes and related commercial spin-offs and alter the land use fabric of industrial parks.



- Land extensive developments accommodating assembly facilities are still an important part of the industrial land inventory but industrial uses are also being accommodated within multi-use, multi-storey buildings.
- Uniquely designed buildings contain all business functions including research, administration, manufacturing, and distribution.



**MCGILL CORRIDOR/SOUTHGATE PROJECT  
CONCEPT PLAN**

2.2.2 Servicing

Industrial parks continue to be serviced to a full urban standard in terms of water, sewer and storm drainage. Traffic planning continues to be important, addressing such issues as: traffic speed and safety, parking, and pedestrian circulation.



2.2.3 Development Standards

In the 1970's industrial park development standards were addressed primarily through zoning by-laws. This limited the implementation of development standards and industrial parks were associated with the following characteristics.

- limited control of architectural form and character.
- large, efficient building envelopes with uninterrupted building faces.
- limited overall site planning.
- visual clutter attributed to:
  - signage
  - site lighting
  - outdoor storage
  - large uninterrupted parking and storage areas
  - perimeter chain link barrier fencing



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CONCEPT PLAN**

Industrial parks are now being built with clear development standards that are implemented through a variety of mechanisms such as: Development Permit Areas and developer initiated design controls. Development guidelines have provided a higher design standard for new industrial parks.

- industrial park “Master Planning” provides a high development standard that persists throughout the park.
- planned environmental settings have definable character (e.g., campus style).
- entry and amenity features provide unifying elements and announce arrival to the industrial park.
- development standards on adjoining properties are consistent with respect to key site elements.
  - signage
  - lighting
  - landscaping
  - building articulation
  - parking
  - screening
  - fencing



#### 2.2.4 Landscaping

Historically, landscaping has received only minor attention in industrial park developments. Landscaping, when it was required, was constructed to minimum standards and was not a critical part of overall site planning. Landscaping standards were improved by the 1970’s and Southgate Industrial Park properties were developed with attractively landscaped street and building frontages. The role of landscaping has expanded since the 1970’s and landscaping is considered as part of the comprehensive site planning process.

- landscaped areas compliment pedestrian areas acknowledging that industrial parks are places to move people as well as traffic.



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CONCEPT PLAN**

- landscaping integrates native landscape materials and can tie to the context of surrounding open space.



- amenity features are incorporated into the overall landscape design and accommodate the increased presence of people in the industrial park and encourage transit use/access.

- natural landscape features are incorporated into overall design to protect natural environments, provide amenity space and create street appeal.



- landscaping is integrated into overall site planning considering such factors as: complementing architectural form, public and private amenity space, streetscape, softening of the impacts of large uninterrupted parking areas and the effective use of boulevards, setbacks and screening.

**2.3 UCC Campus  
Development  
& Planning**

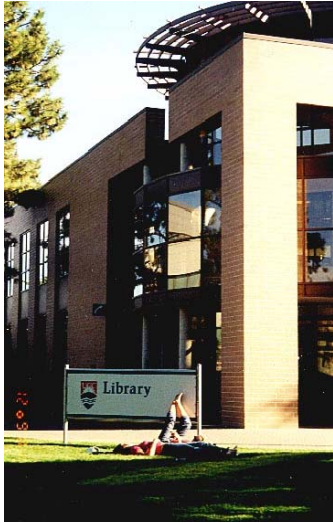
Land use planning for UCC is directed by the Campus Development Plan (1990). This plan directed the major expansion associated with UCC's new degree granting status. The Campus Development Plan will be updated in 2002 and some of the current campus trends to be considered in future planning exercises are:



- UCC currently services 8000 students and employs over 1000 persons.

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CONCEPT PLAN**

- the UCC campus will expand to 20,000 students and employees over the next two decades.
- UCC currently has capital and operating budgets of over \$68 Million.



- current budgets multiply to produce an economic impact in the Kamloops region of over \$200 Million.
- at full capacity (2020) UCC will have an annual budget of \$150 Million, with a total economic impact on Kamloops and region which will multiply to an economic impact of \$450 Million (2001 dollars).
- UCC will continue to serve a student population with a broad demographic and will need to provide services to address the social realities of this population (e.g., daycare, public transit).



- in a knowledge-based economy, post secondary education is a major driver for economic development. There may be opportunities for the City, UCC and corporate partners to promote development of a high-tech sector and the City has expressed an interest in targeting growth of this sector.

*SMART park “An environment designed to stimulate and facilitate the development of knowledge based businesses by harnessing the tremendous power created by the fusion of Industry and Academia”.*

*SMART park at the University of Manitoba.*

- the combining of business parks (also known as technology parks, discovery parks or SMART parks) with campus developments is a significant trend in North American campus planning.

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CONCEPT PLAN**



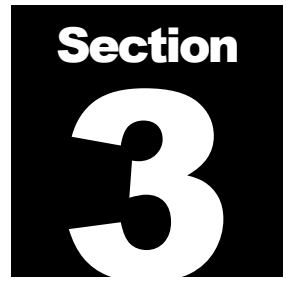
- as Kamloops continues to grow to encompass the campus, UCC and the City will need to be sensitive to the campus interface in terms of land use and design.



- current research on both technology parks and campus developments suggests that natural landscape elements, recreational facilities and corridors, and a broad range of services define the area's character or "soul", and contribute significantly to the area's success.

*65% of incoming students make a decision about a campus based upon its physical appearance and resources. The campus should be a place that students aspire to live, a place of beauty. Providing an inspiring setting will help provide students with pleasant memories of their experiences on campus and can only improve alumni relations by instilling pride for their institution.*

*University of Massachusetts  
Amherst Campus Physical Master Plan*



## Concept Plan

The McGill Corridor/Southgate Project has identified a preferred land use concept plan and design strategy. This section summarizes the planning principles directing this plan and outlines the land use and design elements of the preferred plan.

### 3.1 Planning Principles

An initial stage of the project process involved a review of the municipal planning context. Existing policies were considered by the project team and the workshop group and the following principles were developed to guide the development of the concept.

- Southgate Industrial Park, UCC and the McGill Road Corridor should continue to develop a variety of activity nodes. These nodes should support complimentary land uses, including:
  - university/college campus
  - light industrial
  - recreation
  - technology park
  - retail
  - mixed use (commercial/office/residential)
  - public use/open space
  - residential
- The City should encourage the development of partnerships to facilitate the development of activity nodes:



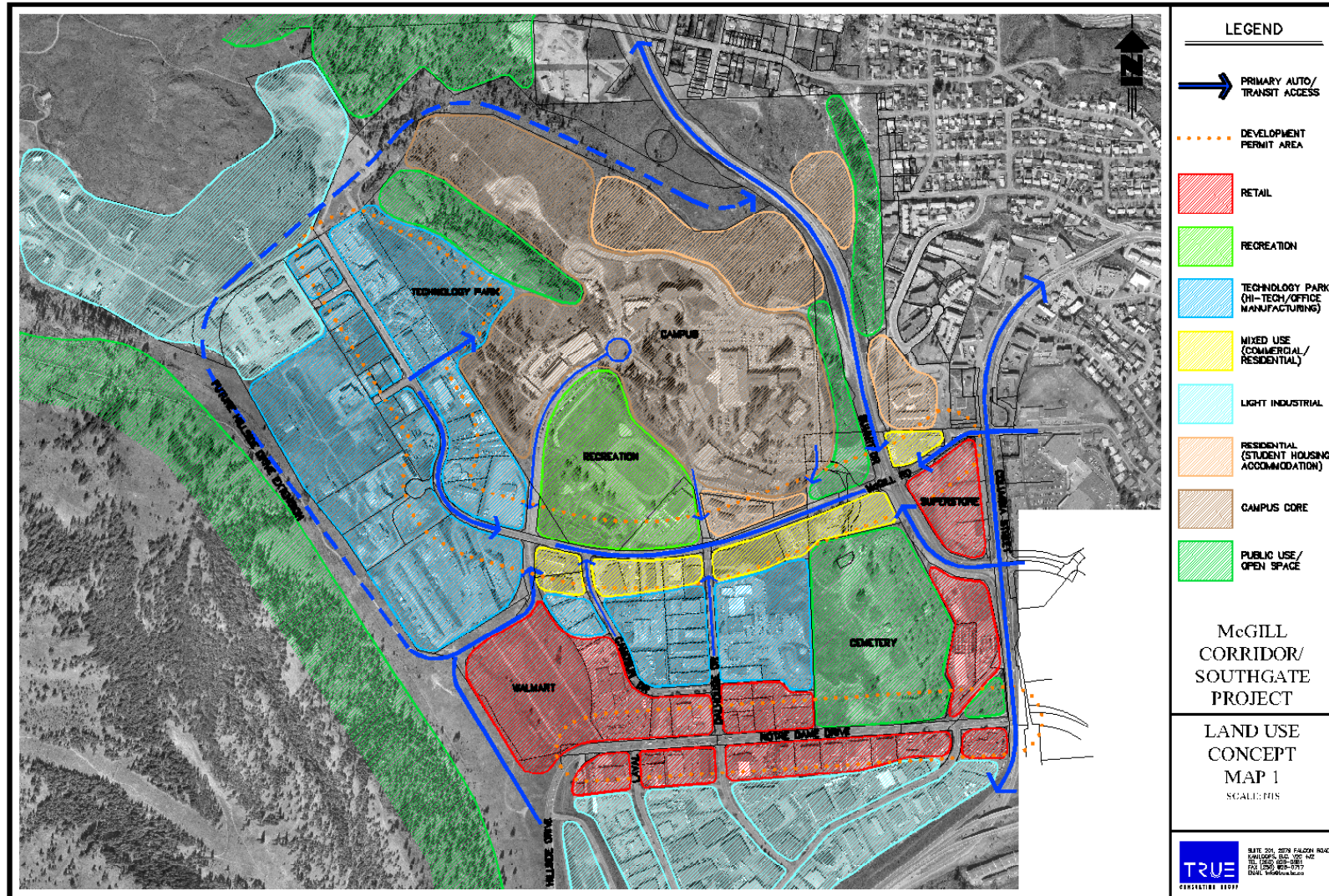
**MCGILL CORRIDOR/SOUTHGATE PROJECT  
CONCEPT PLAN**

- The City should encourage development of the infrastructure necessary to support future development including:
  - public transit
  - water, sewer, and storm drainage infrastructure
  - pedestrian and bicycle corridors
  - advanced communication networks
- The City should support the development of a main transit exchange on the UCC campus or on Summit Drive between McGill Road and Columbia Street.
- The City and UCC should work together to find opportunities for joint development and operation of community facilities.
- Retail commercial uses should be encouraged to locate at existing retail nodes or along the McGill Road or Notre Dame Drive corridors.
- McGill Road retail uses should be combined with residential and/or office use to increase the level and range of activity occurring along the corridor streetscape.
- Areas designated for “Technology Park” may accommodate traditional light industrial and manufacturing uses as well as office uses associated with high technology or discovery park uses.
- Existing industrial developments should be encouraged to accommodate new businesses in vacant or underdeveloped space.
- New Technology Park uses locating adjacent to UCC should compliment campus programs and should be developed to encourage functional links (e.g., co-op programs, communication connections, transportation planning, pedestrian links) between the Technology Park and the campus.

### **3.2 Land Use**

The preferred land use plan for the project area is presented as Map 1. This land use plan addresses all of the planning principles presented in the previous section and provides for eight land use designations.

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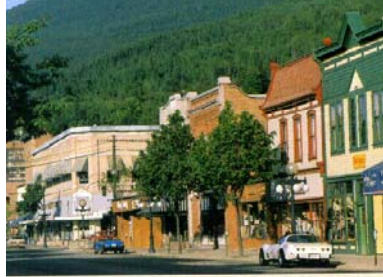


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CONCEPT PLAN**

The following photographs provide examples of the proposed land use designations (*Map 1*).

***RETAIL***

- big box retail & complimentary commercial
- arterial commercial (Notre Dame)
- main street commercial (McGill)



***RECREATION***

- recreation node appropriate for significant events
- facilities may include pools, fields & fieldhouses



***TECHNOLOGY PARK***

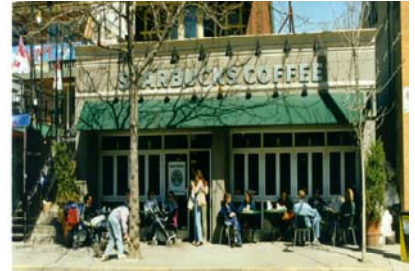
- hi-tech office & manufacturing
- light industrial & manufacturing
- uses to compliment campus programs



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***MIXED USE***

- commercial/retail ground floor
- office & residential above
- pedestrian street appeal



***LIGHT INDUSTRIAL***

- manufacturing, warehousing, distribution & other light industrial uses in developments with a high standard of site design with indoor and outdoor storage.



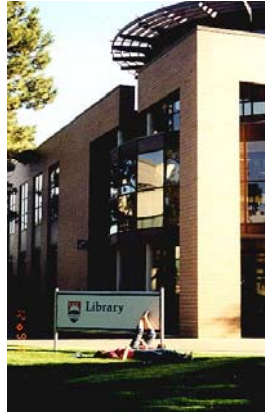
***RESIDENTIAL***

- campus housing
- market housing

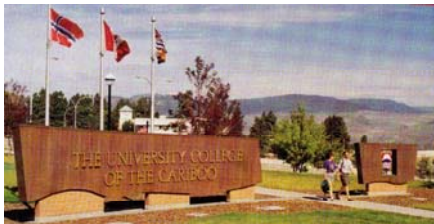


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- CAMPUS CORE***
- academic, administrative, social & activity spaces are clustered in the campus core
  - residential, community facilities & lands for future expansion are on edge of campus
  - open space & gateway entry features on the campus edge



- PUBLIC USE/  
OPEN SPACE***
- natural open space
  - complimentary gateway features
  - pedestrian/bicycle corridors





**MCGILL CORRIDOR/SOUTHGATE PROJECT  
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The relative distributions of existing and proposed land uses are presented in Figure 2. The principal difference between the existing and proposed land use distributions relates to the allocation of industrial lands. The proposed Concept Plan adjusts the relative share of light industrial lands in the project area from 50% to 24%. This reduction is required to accommodate new Technology Park (22%) and Mixed Use (3%) designations as presented in the Concept Plan (*Map 1*). The Technology Park designation will accommodate traditional light industrial and manufacturing activities but the main focus is to be on hi-tech office and manufacturing uses.

The second significant change to the land use designations is an increase in the amount of land designated for retail use. Lands designated for retail use are increased from 19% (retail and service commercial designations) to 28% (primarily retail commercial designations) in the concept plan.

**Figure 2: Land Use**

Land Use	<i>Existing</i>		<i>Concept Plan</i>	
	Area (ha) <sup>1</sup>	%	Area (ha) <sup>1</sup>	%
Retail <sup>2</sup>	19	8%	28	12%
Recreation	12	5%	12	5%
Technology Park	-	-	51	22%
Mixed Use	-	-	7	3%
Light Industrial	118	50%	57	24%
Residential	14	6%	14	6%
Campus Core	46	20%	40	17%
Public Use/Open Space	25	11%	25	11%
<b>Total</b>	234	100%	234	100%

<sup>1</sup> areas are approximate only

<sup>2</sup> existing uses have retail & service commercial zoning designations whereas concept plan uses would have primarily retail commercial zoning designations

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A key feature of the concept plan is the use of a variety of designations to encourage the development of distinct, complimentary land use nodes.

- mixed use designation on McGill Road compliments college activity and gateway.
- an expanded retail area on Notre Dame Drive connects and balances existing retail nodes.
- additional residential cells help address campus housing needs.
- new technology park opportunities compliment campus developments.
- existing traditional industrial land use needs are generally met except for uses affected by increased traffic volumes.
- a recreation node that could include a field house would enhance Hillside Stadium and the Canada Games pool and recreation center.

**3.3 Design  
Strategy**

Design issues are an important consideration for the project area because of the need to recognize the following:

- UCC/Southgate Industrial Park/future technology park as an unified place
- build upon the established architectural heritage of UCC
- the role of quality street-oriented design in the successful development of retail and technology areas

Key elements of the urban design concept plan presented on *Map 2* include:

- pedestrian/bicycle corridors
- gateway nodes
- transportation corridors





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The Concept Plan (*Map 1*) recommends designating both the McGill Road and Notre Dame Drive corridors as Development Permit Areas. Detailed Development Permit Area criteria have not been established as part of this planning process, however, key directions for a landscape and design strategy were identified.

**3.3.1 Building Form & Character**

Buildings recently added to the UCC campus provide a high design standard (e.g., Campus Activity Centre, Science & Technology Building, Arts & Education Building). Repetition of design elements from these buildings can be used to continue this high design standard and re-enforce the cohesion of related groups of buildings. This strategy is recommended for buildings adjoining the campus in areas designated for Technology Park and Mixed-Use “Main Street”.

- Principal facades should be finished with brick using colour tones that are the same as, or compatible with neighbouring buildings. Colour may vary within different activity nodes.
- Secondary facades or accessory buildings may use concrete block painted in a colour tone complimentary to the principal facade.
- Metal cladding may be used to compliment brick finishes.
- Awnings and canopies will be used to reduce glare and add visual interest.



### 3.3.2 Landscape Strategy

The development of a landscape strategy for the McGill Road and Notre Dame Drive Corridors will ensure a high development standard along the corridor. Some of the principles to be applied within the corridor are:

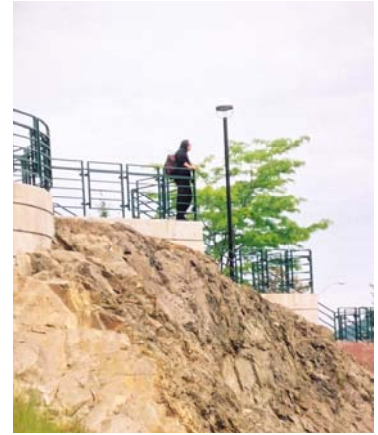
- Landscape design should complement, accent and unify all other design elements including building form, entry points, signage and parking areas.
- Landscape design should address security and safety by enhancing lighting and minimizing dark corners.
- Landscape design should enhance neighbouring open spaces and offer a smooth transition between formal landscaped areas and natural landscapes.
- Site planning should protect natural landscape elements including existing trees, natural “dryland” elements and rock knolls.
- Landscape design should compliment UCC’s “campus” design character where campus buildings punctuate the landscape setting.
- Landscaped corridors should link public open spaces, such as Kenna Cartwright Park and campus commons.
- New landscape designs should incorporate successful aspects of existing landscape designs.

#### **Examples of effective application of landscape design principles.**

- intensive landscape treatment with effective use of native landscape material
- landscaped entry feature incorporated with architectural business identification sign
- effective use of building setback and boulevard as integrated landscaped area



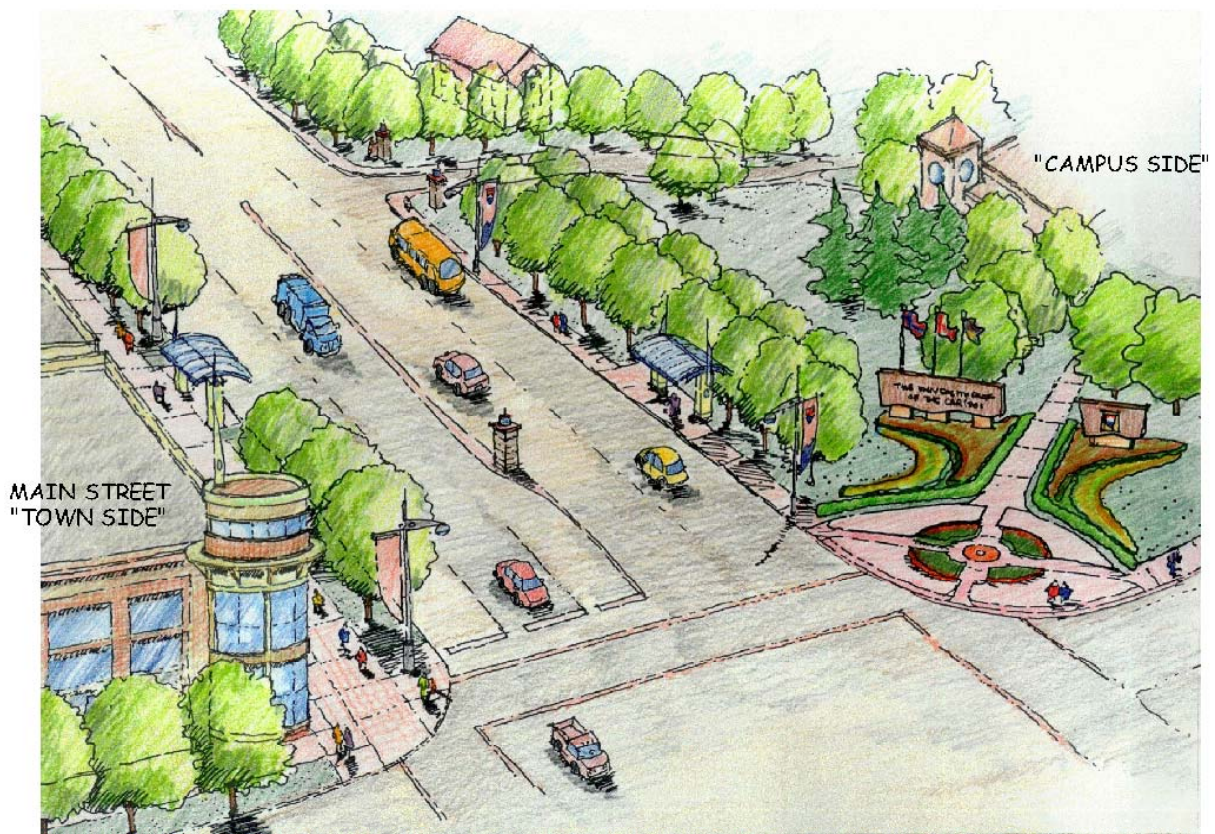
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- amenity space incorporated into landscaped area
- pedestrian links between development cells
- continuous landscaped boulevard links properties and unifies corridor through common elements (e.g., street trees)

**3.3.3 Design Illustrations**

Three illustrative examples of the design concepts are presented as *Figure 3, 4* and *5*. These images are intended to portray “conceptual” future outcomes and to re-enforce key aspects of the Concept Plans.



#### McGill Road "Main Street" Character

- Four storey maximum height
- Quality materials that reflect campus architecture
- Buildings placed close to street line
- Buildings access directly onto McGill streetscape
- Parking is located at rear of buildings and access by laneway
- "Gateway" corner buildings should reflect their dominant location through the use of architectural form, character and materials
- Provide public transit stops and shelters
- Provide boulevard trees on both sides of McGill Road
- Provide unified streetscape elements to give identity to the corridor

#### Campus Character

- Dominated by landscape foreground
- College buildings punctuate landscape setting
- Continued use of defined architectural guidelines
- Increase street presence through introduction of special street furniture (lights/banners/bus stops, etc.)
- Introduce new corner "institutional" address through architectural/landscape treatment
- Create stronger pedestrian links with south side of McGill Road and east side of Summit Drive
- Provide public transit stops and shelters
- Provide boulevard trees on both sides of McGill Road
- Provide unified streetscape elements to give identity to the corridor

FIGURE 3 - SUMMIT DRIVE / MCGILL ROAD GATEWAY





- Keys:
- (A) Ground Floor Residential Entry
  - (B) Articulated "Gateway" Corner
  - (C) Upper Floor Office/Residential Uses
  - (D) Retail Frontage/Entry
  - (E) "Mainstreet" Urban Streetscape
  - (F) Campus Streetscape

FIGURE 4 - MCGILL ROAD "MID BLOCK" SECTION



## Next Steps

The McGill Corridor/Southgate Project has reviewed existing conditions, explored development trends and engaged the community and stakeholders in the development of a vision for the future. The next step in the planning process will be to develop an implementation strategy that commits to the vision and identifies required actions. This section discusses key elements to be addressed in the implementation strategy.

### 4.1 Official Community Plan Amendments

Amendments to Kamplan are required to implement the desired vision for the McGill Corridor/Southgate Project area. Amendments should include the following:

- revised policies addressing UCC's expanding role within the community.
- revised policies for the Sahali/UCC Town Centre, particularly with respect to the Development Permit Area designation and guidelines.
- new Development Permit Area designations and guidelines for the McGill Road and Notre Dame Drive corridors.
- amendments to the Land Use Plan which reflect new land use designations as outlined on *Map 1* including technology park, mixed use "main street" and retail designations.
- revisions to Southgate Industrial Park policies to recognize expansion of the land use opportunities as discussed in Section 3.

### 4.2 Rezoning

The McGill Corridor/Southgate Project Concept Plan contains new land use designations which will need to be incorporated into the Zoning By-law. Amendments may involve changes to existing zones (e.g., I1-S Southgate Industrial Park) as well as the addition of new zones (e.g., mixed-use "main street" commercial).

**4.3 UCC Campus Development Plan** The UCC Campus Development Plan is to be reviewed and updated in 2002. As part of this process the Campus Development Plan should consider and address the McGill Corridor/Southgate Project Concept Plan. In particular the Campus Development Plan should address:

- McGill Corridor design standards particularly with respect to landscape and pedestrian corridors and gateway elements.
- the location and integration of a transit exchange.
- the role of Technology Park designations in relation to overall campus development.
- infrastructure needs and timing.
- integration of undeveloped campus lands on McGill Road into the Concept Plan vision.

**4.4 Infrastructure Planning** The McGill Corridor/Southgate Project did not include a detailed servicing analysis. However, it was evident that the Concept Plan will impact servicing and additional infrastructure planning and analysis is recommended.

Transportation planning continues to be an ongoing need in this area as the campus, and retail and industrial sectors continue to generate higher traffic volumes. Pedestrian traffic and public transit will also need to be addressed as components of the transportation planning issue. As part of the McGill Corridor/Southgate Project planning process it was apparent that there will be some very specific local transportation planning issues such as the need to move pedestrians safely across McGill Road between the “Town” and “Campus” sides of the street.

Infrastructure planning should also address issues such as the wiring of Technology Park lands for hi-tech uses.

**4.5 Partnerships** A critical aspect of the implementation strategy will involve the forging of partnerships to work co-operatively towards achieving the vision. In addition to the partnership between the City and UCC, there will also be a role for the business community particularly with respect to advancing the technology park concept. This partnership may include the Southwest Business Improvement Area Association, Venture Kamloops, the Technology Industry Association, the Interior Science and Innovation Council and/or property owners. Implementation of the Concept Plan will benefit from co-ordinated efforts, particularly in terms of a marketing strategy.



**4.6 Southgate  
Industrial  
Park  
Expansion**

The McGill Corridor/Southgate Project identified strong support for the continued availability of lands for traditional industrial uses. There will be increased competition for these lands with the addition of more retail and technology park uses and it is recommended that the implementation strategy address actions required to advance planning for the remaining phases of the industrial park.